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Report to Congressional Requesters

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HOMELESSNESS

McKinney Act Reports Could Improve Federal Assistance Efforts

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GAO

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Resources, Community, and
Economic Development Division

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June 4, 1990

The Honorable Alan Cranston
Chairman, Subcommittee on Housing
and Urban Affairs
Committee on Banking, Housing
and Urban Affairs
United States Senate

The Honorable Henry B. Gonzalez
Chairman, Subcommittee on Housing
and Community Development
Committee on Banking, Finance
and Urban Affairs
House of Representatives

As agreed with your offices, this report describes the status of the reports on programs for the homeless mandated by the Stewart B. McKinney Homeless Assistance Act (P.L. 100-77) and the Stewart B. McKinney Homeless Assistance Amendments Act of 1988 (P.L. 100-628). To increase policymakers' knowledge about homelessness, and to improve the effectiveness of federal efforts to assist the homeless, the Congress placed a number of reporting requirements on federal agencies and states. In addition, because several McKinney Act programs were either new or were demonstration projects, the Congress mandated reports on these programs. Appendixes I-IX contain information on the requirements of these reports, as well as on their legislative authority, deadlines, federal agency of jurisdiction, and status of completion. For the reports that have been completed, brief summaries are included.

Results in Brief

We identified 27 McKinney Act reporting requirements mandating 7 federal agencies and the Interagency Council on the Homeless to report to the Congress on a variety of topics related to the problem of homelessness. Sixteen of these reports are a onetime requirement, 10 are required annually, and 1, a General Services Administration (GSA) report designed to identify available surplus federal property for use by the homeless, is required quarterly.

As of April 1990, 6 of the 16 onetime reports had been issued, 7 reports were due but had not been issued, and 1 report was not yet due. In addition, two of the programs for which reports are required have not been funded. The Department of Housing and Urban Development (HUD),

which has the most onetime reporting requirements (six), has issued only one of the required reports even though their due dates have passed. The Department of Health and Human Services (HHS) has still not met one of its onetime reporting requirements.

Of the 10 annual reports due for fiscal year 1988, 8 have been issued. Only HUD has not issued its annual report on tenants' first refusal rights for fiscal year 1988 and the other remaining report has not been prepared because the program was not funded. Of the 10 annual reports due for fiscal year 1989, 7 have been issued. Only HUD and HHS have not issued their fiscal year 1989 annual reports. The other remaining report was not prepared because the program was not funded. HUD and HHS personnel, responsible for preparing both onetime and annual reports, were uncertain when the reports would be approved and transmitted to the Congress.

Background

In 1987, the Congress enacted the McKinney Act as an urgent response to growing public concern about the plight of the nation's homeless. At that time, limited information was available on the magnitude of the homeless problem as well as the characteristics and specific needs, other than food and shelter, of the homeless population.

The act, authorized for 2 years, was the first comprehensive homeless assistance law, providing for a wide range of programs and benefits, including emergency food and shelter, primary health services, mental health services, transitional and supportive housing, community services, education, and job training. It targeted some preexisting assistance programs toward the homeless and created additional programs to help them. In 1988, the act was reauthorized for an additional 2 years.

Status of Reports Required by the McKinney Act and Its Amendments

The reports mandated by the McKinney Act, as amended, are intended to provide the Congress and other federal policy makers with information on such issues as the amount of federal funds spent through the McKinney Act and demographic statistics on the homeless population, state programs to provide educational services for homeless youth, the availability of federal properties to house the homeless, the health care needs of the homeless, and job training programs designed to assist the homeless. Table 1 shows the number of onetime reporting requirements met and whether the required reports were issued by the Federal Emergency Management Agency (FEMA), GAO, HHS, HUD, the Department of

Labor, and the Interagency Council on the Homeless (IAC). Of the one-time reports due, HUD has issued only one of its six required reports and HHS has issued only one of its two required reports, even though the due dates for these reports have passed. Further, each time we updated the status of the reports, HUD and HHS officials changed their report issuance dates because they were not sure when the reports would be approved and transmitted to the Congress.

Table 1: Status of Onetime Reporting Requirements Mandated by the Stewart B. McKinney Homeless Assistance Act and Its Amendments

Agency	Report subject	Issued
FEMA	Alternative funding formulas	12/11/89
GAO	Mental health service grant	No[a]
	Number of homeless children and youth	6/15/89
	Prevention	4/24/90
HHS	State deinstitutionalization policies	No
	Improving AFDC funding	7/3/89
HUD	Rent control	No
	Allocation formulas	No
	Mortgage prepayment	3/2/90
	Housing subdivision policies	No
	Lead-based paint	No
	Radon contamination	No
IAC	Job training	1/18/89
Labor	Job training	No[b]
	Job incentive bonus	[c]
	Job performance standards	[c]

[a]This report had no due date but is expected to be issued by September 1990

[b]This report is due 6 months before the termination of the program (Apr. 1, 1990). Labor officials said they believe the Congress will reauthorize the program for a least 2 more years, thereby, extending the final report date.

[c]These programs have not been funded

Table 2 shows the number of annual reporting requirements met and reports issued by fiscal year. In addition to those federal agencies already mentioned, the Department of Education also has an annual report required. Only HUD has not met all of its reporting requirements for fiscal year 1988.

Table 2: Status of Annual Reporting Requirements Mandated by the Stewart B. McKinney Homeless Assistance Act and Its Amendments

Agency	Report subject	Year issued FY 88	Year issued FY 89
Education	Children & youth federal program	1/9/89	3/29/90
	Children & youth state program	2/16/89	3/29/90
FEMA	National board activities	6/26/89	3/01/90
GAO	Use of program funds	5/11/89	2/16/90
HHS	Health care grants	1/03/90	No
HUD	Supportive housing activities	3/28/90	3/28/90
	Tenants' first refusal rights	No	No
IAC	Annual report	1/18/89	11/17/89
	Agency reports	3/10/89	11/17/89
Labor	Job survey	a	a

[a]This program has not been funded

In addition to the onetime and annual reporting requirements, GSA is required to report to the Congress quarterly on the status of surplus federal property as established in Title V of the McKinney Act, as amended. As of March 1990, GSA had issued 10 reports; the last report was issued on February 1, 1990.

Tables 1 and 2 above provide examples of information that the Congress asked for but has not yet received such as: a study to determine the extent to which the states' mental health deinstitutionalization policies are contributing to homelessness, allocation formulas to ensure that HUD funds are going to the areas with the greatest need, and the impact that local rent controls and regulations have on increases in homelessness.

Conclusions

We believe that the reports required by the McKinney Act, as amended, could provide federal agencies working on homeless issues with useful information regarding current program effectiveness on topics such as housing and health care for the homeless. Further, we believe that this information would be useful to the Congress when it considers reauthorization of the McKinney Act, which expires on September 30, 1990. Each time that we have checked on overdue reports, HUD and HHS officials changed the report issuance dates. Accordingly, it is important that these agencies brief the appropriate congressional committees on the information obtained to date or to be contained in the final reports so that information will be available for the reauthorization debate. Further, these agencies need to work with the committees to establish new schedules for the final reports.

Recommendation to the Secretaries of HUD and HHS

To ensure that the Congress is fully informed about information needed for the McKinney Act reauthorization, we recommend that the Secretaries of HUD and HHS brief the appropriate congressional committees on the information obtained to date or to be contained in the final reports, notify them as to when the reports will be available, and seek their concurrence on the dates.

To develop information on the McKinney Act reporting requirements, we collected information between September 1989 and April 1990, in accordance with generally accepted government auditing standards. We interviewed federal agency officials, reviewed information about the reports, and in those cases in which reports were completed, briefly summarized them. We did not, however, evaluate the content of these reports to see if they met congressional requirements. As agreed with the requesters' offices, because we worked closely with agency officials in developing the data for this report, we did not obtain agency comments.

Copies of this report will be sent to the Secretaries of Housing and Urban Development, and Health and Human Services; the Director, Office of Management and Budget; and other interested parties. Our work was conducted under the direction of John M. Ols, Jr., Director, Housing and Community Development Issues (202) 275-5525. Other contributors to this report are listed in appendix X.

J. Dexter Peach
Assistant Comptroller General

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Abbreviations

ADAMHA	Alcohol, Drug Abuse, and Mental Health Administration
AFDC	Aid to Families With Dependent Children
CHAP	Comprehensive Homeless Assistance Plan
EA	Emergency Assistance (Program)
EFS	Emergency Food and Shelter (Program)
ESG	Emergency Shelter Grant
FEMA	Federal Emergency Management Agency
FHA	Federal Housing Administration
GAO	General Accounting Office
GSA	General Services Administration
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
IAC	Interagency Council on the Homeless
JEDI	Jobs for Employable Dependent Individuals Incentive Bonus Programs
JTPA	Job Training Partnership Act
NIMH	National Institute for Mental Health
PEMD	Program Evaluation and Methodology Division
RCED	Resources, Community, and Economic Development Division
VA	Department of Veterans Affairs

Department of Education

Subject	Homeless children and youth federal program.
Required Report	The Secretary of Education is required to submit a report to the Congress on the status of the programs and activities authorized by its Education of Homeless Children and Youth Grant Program.
Legislative Authority	Public Law 100-77, Title VII, Subtitle B, Section 724(b)(2).
Date Due	Annually at the end of each fiscal year.
Contact	Mr. Thomas Fagan, Special Assistant to the Director, Compensatory Education Programs (202) 705-4682.
Status and Brief Summary	The Secretary of Education submitted a report to the Congress on January 9, 1989. The report outlined the federal and state activities occurring under the state education grants program during fiscal years 1987 and 1988. In summary, federal activities under the program consisted of developing program guidance and estimates of state funding allocations. State activities consisted of gathering data on homeless children and youth and formulating state plans for implementing the program. The fiscal year 1989 report combined the federal and state homeless children and youth program activities and was sent to the appropriate congressional committees and subcommittees on March 29, 1990. The report said that the states are still having problems with counting homeless children and youth because of differences in methodologies and advised that the data be viewed with considerable caution. The Department of Education plans to explore an appropriate means of ensuring that more reliable information is gathered in the future and offered the 1990 Decennial Census as an example of developing a means to make the count as accurate as possible.

Subject	Homeless children and youth state program.
Required Report	The Secretary of Education is required to compile and submit a report to the Congress containing the information received from the states under section 722(d)(3) of the McKinney Act within 45 days of its receipt. The states are required to submit a report to the Secretary by December 31 of each year.
Legislative Authority	Public Law 100-77, Title VII, Subtitle B, Section 724(b)(3).
Date Due	This is an annual requirement. The Secretary is to submit a report to the Congress within 45 days of receiving the information from the states.
Contact	Mr. Thomas Fagan, Special Assistant to the Director, Compensatory Education Programs (202) 705-4682.
Status and Brief Summary	The Secretary submitted a report to the Congress on February 16, 1989. The report stated that: (1) 1988 information was received from all state educational agencies except Hawaii and Michigan, (2) the reports that were received varied in the level of completeness, and (3) the states had problems with collecting consistent data. According to the Secretary, because of the difficulties the states are having in gathering data, the state information should be viewed with caution. In addition, he said the Department of Education will continue to assist states in improving the quality of data for future reports. The fiscal year 1989 report was sent to the Congress on March 29, 1990, and was discussed under the children and youth federal program.

Federal Emergency Management Agency

Subject	Alternative emergency food and shelter funding formulas.
Required Report	The Director of the Federal Emergency Management Agency (FEMA) is required to submit a report to appropriate congressional committees of the Congress on the operation of the Emergency Food and Shelter Grant Program. The report is required to include: (1) proposed legislation for a minimum of two alternative statutory formula criteria on which the distribution and disbursement of such grants is based; these criteria should utilize data that reflect the number of long-term unemployed workers in the states involved (including those whose unemployment benefits have run out and those who have been out of work for so long that they are no longer actively seeking employment) and (2) evidence supporting the criteria for each formula and demonstrating how each formula would be effective in targeting such grants to the areas in the nation that have the greatest need.
Legislative Authority	Public Law 100-628, Title III, Section 301.
Date Due	May 7, 1989.
Contact	Mr. Fran McCarthy, Program Manager, FEMA's Emergency Food and Shelter (EFS) Program (202) 646-3652.
Status and Brief Summary	FEMA submitted a report to the appropriate committees of the Congress on December 11, 1989. The report suggested two alternatives: (1) retain the present formula but stipulate that 20 percent of the total award must be given to state Set-Aside Boards for further distribution and (2) make two-tier formula awards according to state rankings in categories including long-term unemployment, updated poverty figures, and other indicators. FEMA recommended that neither formula be written into legislation to allow for program flexibility.

Subject	National Board activities.
Required Report	The McKinney Act created the Emergency Food and Shelter Program National Board with FEMA's Director as the Chair. The Board is required to submit an annual report to the Congress describing its program activities and the results of an independent audit of the accounts of the Emergency Food and Shelter Program National Board.
Legislative Authority	Public Law 100-77, Title III, Subtitle A, Sections 304(a) and 305.
Date Due	Annually/no specific due date.
Contact	Mr. Fran McCarthy, Program Manager, Federal Emergency Management Agency's EFS Program (202) 646-3652.
Status and Brief Summary	The report on the 1988 program year was included as an attachment to the alternative formula report submitted by FEMA to the Congress on June 26, 1989. The report noted that: (1) EFS funds, which were once unique supplements, have become an expected budgetary source for some agencies, (2) recent surveys of EFS recipient agencies indicate that the current amount of funding is inadequate, and (3) the need for supplemental food assistance has increased during the summer months. According to Mr. McCarthy, information on the 1989 program year was included as a part of the Interagency Council on the Homeless' Annual Report to the Congress issued in November 1989. The FEMA report covering the 1989 program year was sent to the appropriate congressional committees and subcommittees on March 1, 1990. That report discussed the activities and accomplishments of the EFS program and included an independent audit of the program for the year ending December 31, 1988.

General Accounting Office

Subject	Disbursement and use of McKinney Act funds.
Required Report	The McKinney Act, as amended, required the Comptroller General to evaluate annually the disbursement and use of funds under the FEMA and HUD programs, and to submit to the Congress an annual summary of the status of each program authorized under the act.
Legislative Authority	Public Law 100-77, Title I, Section 105; Public Law 100-628, Title I, Section 102.
Date Due	Annually/no specific due date.
Contact	Mr. John M. Ols, Jr., Director, Housing and Community Development Issues, Resources Community and Economic Development Division (RCED) (202) 275-5525.
Status and Brief Summary	None of the funds appropriated pursuant to the act were disbursed in time to be covered in GAO's first report, Homelessness: Implementation of Food and Shelter Programs Under the McKinney Act (GAO/RCED-88-63, Dec. 8, 1987). As a result, the report discussed the types of goods and services purchased with prior appropriations and the status of actions taken pursuant to the act. GAO's second report, Homelessness: HUD's and FEMA's Progress in Implementing the McKinney Act (GAO/RCED-89-50), was issued on May 11, 1989. In that report, GAO noted that HUD and FEMA program funds enabled many organizations to provide increased shelter, meals, and other services that may not otherwise be provided and that are often crucial to keeping facilities operational. The impact of the FEMA program was lessened because it provided few or no funds during the crucial winter months of 1987-88. However, actions were taken to alleviate this situation during the winter of 1988-89. The impact of the HUD programs has been limited because they are long-term programs and grantees have made few disbursements. GAO also made several recommendations in that report aimed at enhancing homeless assistance planning and improving the effectiveness of homeless assistance programs.

GAO's third report, Homelessness: McKinney Act Programs and Funding for Fiscal Year 1989 (GAO/RCED-90-52) was issued on February 16, 1990. In that report, GAO noted that for fiscal years 1987-89, the Congress authorized about $1.7 billion and appropriated about $1.1 billion for the McKinney Act programs. The report also detailed the amount of money provided under each McKinney Act program, by state, for fiscal year 1989.

Subject

Mental health services grant expenditures.

Required Report

The Comptroller General is required, from time to time, to evaluate the expenditures by states of grants made by HHS under the Block Grant Program for Services to Homeless Individuals who are chronically mentally ill. The evaluation is to ensure that expenditures are consistent with the provisions of the program. The block grant program provides grants to states for such services as outreach, community mental health services, diagnostic and crisis intervention services, referrals, training of individuals to work with homeless mentally ill individuals, case management services, and supportive and supervisory services to homeless individuals in residential settings.

Legislative Authority

Public Law 100-77, Title VI, Subtitle B, Section 611 amends Title V of the Public Health Service Act (42 U.S.C. 290aa et seq.).

Date Due

No specific date required by legislation.

Contact

Ms. Linda G. Morra, Director, Intergovernmental and Management Issues, Human Resources Division (202) 275-2854.

Status

GAO has expanded the scope of its review to include all the programs under Sec. 611 of the McKinney Act. The report is scheduled to be issued by September 1990.

Subject	Numbers of homeless children and youth.
Required Report	The Comptroller General is required to prepare and submit to the Congress a report on the number of homeless children and youth in all states.
Legislative Authority	Public Law 100-77, Title VII, Subtitle B, Section 724(a).
Date Due	June 30, 1988.
Contact	Mr. Kwaicheung Chan, Director of Program Evaluation in Human Services Areas, Program Evaluation and Methodology Division (PEMD) (202) 275-1370.
Status and Brief Summary	The report, Children and Youths: About 68,000 Homeless and 186,000 in Shared Housing at Any Given Time (GAO/PEMD-89-14), was issued on June 15, 1989. The report noted that about 68,000 children and youths aged 16 and younger may be members of families that are literally homeless. Of these children and youths, about 25,500 are likely to be in urban shelters and hotels; about 21,800 are likely to be in suburban and rural areas; about 4,000 are housed by churches; about 9,000 may be sleeping in abandoned buildings, cars, or public places; and about 7,700 may be in various other settings. In addition to those who are literally homeless, nearly 186,000 children and youths may be precariously housed, spending the night in doubled-up or "shared housing" circumstances. These estimates, however, do not include homeless runaway children and youths.

Subject	Prevention of homelessness.
Required Report	The Comptroller General is required to conduct a study and report to the Congress on various federal programs to prevent homelessness and especially on program eligibility and limitations. In addition, GAO is required to make recommendations, as appropriate.

Legislative Authority	Public Law 100-628, Title IV, Subtitle B, Section 423(b).
Date Due	November 7, 1989.
Contact	Mr. John M. Ols, Jr., Director, Housing and Community Development Issues, RCED (202) 275-5525.
Status and Brief Summary	The report, Homelessness: Too Early to Tell What Kinds of Prevention Assistance Work Best (GAO/RCED-90-89), was issued on April 24, 1990. The report states that: (1) very few studies are available to support the belief of many program officials that their prevention efforts are successful, (2) there is a lack of standard program information by which to measure successful programs, and (3) insufficient resources are available to perform such evaluations.

General Services Administration

Subject	Availability of surplus federal property to assist the homeless.
Required Report	The Administrator of the General Services Administration (GSA) is required, within 90 days after the enactment of the McKinney Act, July 1987, and quarterly thereafter, to submit a report to the Congress and a report to the Interagency Council on the Homeless. These reports are to include: (1) a list of the properties identified by the Secretary of Housing and Urban Development (HUD) as unutilized or underutilized; (2) a statement of federal agencies' responses about their intention to declare their properties excess to their needs or to make the property available, on an interim basis, for use as facilities to assist the homeless; or a statement of the reasons that the property cannot be declared excess or available; and (3) a description of the action taken by GSA and the Department of Health and Human Services (HHS) to make such property available for use to assist the homeless.
Legislative Authority	Public Law 100-77, Title V, Section 501(e).
Date Due	The first report was due by October 20, 1987/quarterly thereafter.
Contact	Ms. Marjorie Lomax, Director, Policy & Planning Division (202) 501-0052.
Status and Brief Summary	According to Ms. Lomax, GSA has submitted 10 reports to date, with the next report due in May 1990. The 10th report, dated February 1, 1990, stated that out of GSA's fiscal year 1990 inventory of 311 excess and surplus properties, 233 properties were either found not suitable by HUD or have not been requested by homeless providers. Three properties valued at $2.6 million were established as shelter sites and another 75 properties are in various stages of review by HHS, HUD, and GSA. According to the report, HUD has completed the assessment of approximately 4,800 underutilized properties identified by executive landholding agencies. Of the 4,800 properties, HUD determined approximately 2,300 suitable for use by the homeless and requested the agencies to advise HUD if those properties would be made available to the homeless. The agencies are reviewing the suitable properties for availability for use by homeless providers.

Note: We are currently reviewing the implementation of Title V's (McKinney Act) surplus federal real property program, and we are planning to issue the results of our review in the summer of 1990.

Department of Health and Human Services

Subject	State deinstitutionalization policies.
Required Report	The Secretary of Health and Human Services is required to (1) complete a study to determine the extent to which the mental health deinstitutionalization policies of the states are contributing to the problem of homelessness; and (2) submit to the Congress HHS' findings, including any recommendations with respect to administrative and legislative initiatives, that can reduce the number of chronically mentally ill individuals who are homeless.
Legislative Authority	Public Law 100-77, Title VI, Subtitle A, Section 603.
Date Due	January 22, 1989.
Contact	Irene Shifren Levine, Ph.D., Director, Office of Programs for the Homeless Mentally Ill, National Institute of Mental Health (NIMH) (301) 443-3706.
Status	Dr. Levine's staff said that a report was prepared and sent to the Secretary's Office. According to the Office of the Deputy Assistant Secretary for Health Planning and Evaluation, changes are being made and the report should be sent to the Congress during May 1990.
Subject	Health care grants.
Required Report	The McKinney Act added a new section to the Public Health Service Act to require the Secretary of Health and Human Services, acting through the Administrator of the Health Resources and Services Administration, to make grants providing for the delivery of health services to homeless individuals. The Secretary is required to submit to the Congress a report describing the utilization and costs of health services provided under Section 340(a) of the Public Health Service Act.

Legislative Authority	Public Law 100-77, Title VI, Subtitle A, Section 601(o).
Date Due	This is an annual report, due not later than January 10 of each year.
Contact	Ms. Joan Holloway, Director, Division of Special Populations Program Development, Bureau of Health Care Delivery Assistance, Health Resources and Services Administration, Public Health Service (301) 443-8134.
Status and Brief Summary	According to Ms. Holloway, this program was not funded until fiscal year 1988. The first report was issued on January 3, 1990, and covered project activities for calendar year 1988. The report stated that 109 projects provided health care services to 231,068 homeless persons. The cost of these projects totaled $41.2 million ($30 million in federal funds and $11.2 million in matching funds). The next report covering calendar year 1989 is expected to be ready for departmental review in July 1990.

Subject	Improving funding for Aid to Families With Dependent Children (AFDC).
Required Report	The McKinney Act, as amended, requires the Secretary of HHS to submit to the Congress a report containing recommendations for legislative and regulatory changes designed to: (1) improve the program's ability to aid families with dependent children under Part A of Title IV of the Social Security Act by responding to emergency needs of families who are eligible for such aid; and (2) eliminate the use of funds provided to states under the program to pay for the provision of shelter in commercial or similar transient facilities.
Legislative Authority	Public Law 100-628, Title IX, Section 902(b).
Date Due	July 1, 1989.

Contact

Mr. Mike Jewell, Policy Analyst, Office of Assistant Secretary for Policy and Evaluation (202) 245-7316.

Status and Brief Summary

The report, Use of the Emergency Assistance and AFDC Programs to Provide Shelter to Families, was issued July 3, 1989. According to the report, HHS proposed to issue regulatory changes to: (1) prohibit reimbursement under the Emergency Assistance (EA) Program for assistance for periods beyond 30 consecutive days in a 12-month period while continuing to allow use of EA funds to prevent evictions and utility cut offs by paying past due rent and utility costs; and assisting homeless families to secure permanent housing by covering the first month's rent and security deposit, and (2) delete from the previously proposed rule the provision which precludes states from establishing multiple shelter allowances or special needs allowances based on the type of housing occupied. HHS proposes to delay the effective date of the final rule until September 30, 1990, to give states time to phase out the use of EA for long-term shelter.

In addition, HHS proposes to: (1) develop federal reimbursement legislation to prohibit the use of federal AFDC and EA matching funds for welfare hotels, although short emergency stays may be permitted; (2) encourage states to continue their effort to eliminate the use of welfare hotels, in particular, to plan for the elimination of AFDC funds to support extended shelter in such facilities; (3) carefully examine states' use of the AFDC special needs allowance to provide temporary shelter; and (4) recommend additional actions in the future, if warranted.

Department of Housing and Urban Development

Subject	Supportive housing demonstration program activities.
Required Report	The McKinney Act, as amended, requires the Secretary of HUD to submit annually to the Congress a report summarizing the activities carried out under the program and set forth findings, conclusions, and recommendations. The report must be submitted not later than 3 months after the end of each fiscal year (6 months in the case of FY 1988).
Legislative Authority	Public Law 100-77, Title IV, Subtitle C, Section 427; Public Law 100-68, Title IV, Subtitle C, Section 453.
Date Due	March 31, 1989, December 31, 1989/annually thereafter.
Contact	Mr. Jim Forsberg, Special Needs Assistance Program Coordinator, Office of the Assistant Secretary for Community Planning and Development (202) 708-6300.
Status and Brief Summary	The first report transmitted to the Congress on March 28, 1990, covered fiscal years 1987-89. The report discusses program activities and expenditures; however, no conclusions were drawn and no specific recommendations were made. The Secretary of HUD plans to do a major evaluation for fiscal year 1990 to include specific recommendations to make the program more effective in the fight against homelessness.
Subject	Effect of rent control on homelessness.
Required Report	The Secretary of HUD is required to submit to the Congress a report evaluating the impact of local housing rent controls and regulations on the rate of homelessness and on the development, supply, availability, and affordability of housing in major cities in the United States.
Legislative Authority	Public Law 100-628, Title IV, Subtitle E, Section 483.

Date Due	November 7, 1989.
Contact	Mr. Duane McGough, Director, Housing and Demographic Analysis Division, Office of Policy Development and Research (202) 708-5060.
Status	According to Mr. McGough, his division plans to do an in-house study based on the recommendations of a rent control conference held at HUD in September 1989. The report is scheduled to be sent to the Congress by the end of May 1990.

Subject	HUD allocation formulas.
Required Report	The Secretary of HUD must provide a report to the Congress examining whether an alternative system of distributing funds under Title IV of the McKinney Act would be feasible to ensure that the funds are provided to the jurisdictions with the greatest need of assistance for the homeless.
Legislative Authority	Public Law 100-628, Title IV, Subtitle E, Section 484.
Date Due	March 1, 1989.
Contact	Ms. Jane Karadbil, Policy Analyst, Office of Policy Development and Research (202) 708-5537.
Status	According to Ms. Karadbil, the report has been drafted and is scheduled to be sent to the Congress in June 1990.

Subject	Right of first refusal for tenants of multifamily housing projects.
Required Report	The McKinney Act, as amended, gives state and local governments the right to purchase HUD-owned multifamily projects. The purpose of the right of first refusal is to achieve long-term low-income use of these projects through the development of creative financing and ownership arrangements that include government entities. The Secretary of HUD is required to submit an annual report to the Congress detailing cases in which state and local governments have exercised their right of first refusal.
Legislative Authority	Public Law 100-628, Title X, Subtitle A, Section 1010(f).
Date Due	Annually/no specific date.
Contact	Mr. Donald A. Kaplan, Director, Office of Multifamily Housing Management (202) 708-5730.
Status	According to Mr. Kaplan, HUD's multifamily housing staff has drafted the report and submitted it for departmental review. The report is scheduled to go to the Congress on November 30, 1990.

Subject	Mortgage prepayment on low-income housing.
Required Report	The McKinney Act amended Section 232 of the Housing and Community Development Act of 1987 to require that the Secretary of HUD report to the Congress the steps taken to ensure that tenants participate in decisions by owners who plan to prepay the mortgages of Federal Housing Administration (FHA) insured and subsidized projects.
Legislative Authority	Public Law 100-628, Title X, Subtitle B, Section 1026.
Date Due	February 5, 1989.

Contact	Mr. Donald A. Kaplan, Director, Office of Multifamily Housing Management (202) 708-5730.
Status and Brief Summary	The report, issued on March 2, 1990, provides the Congress with limited information on what actions HUD has taken on mortgage prepayments and the preservation of low income housing. According to the report, the Secretary is undertaking a complete review of federal policy this year to determine what new executive policies and legislative reforms may be necessary to preserve valuable housing stock for low-income use.
Subject	Housing subdivision policies.
Required Report	The McKinney Act, as amended, requires the Secretary of HUD to report to the Congress on housing subdivision approval policies and practices, if any, of the Departments of HUD, Agriculture, and Veterans' Affairs (VA). The report is to focus on the administration of environmental laws in connection with any such policies and practices, and is to recommend any statutory, regulatory, and administrative changes needed to achieve agreement among federal agencies on housing subdivision approvals. In preparing the report, the Secretary of HUD is also required to consult with the Department of Agriculture, VA, and other such agencies selected by the Secretary.
Legislative Authority	Public Law 100-628, Title X, Subtitle D, Section 1067(c).
Date Due	November 7, 1989.
Contact	Mr. Richard H. Broun, Director, Office of Environment and Energy, Assistant Secretary for Community Planning and Development (202) 708-7894.
Status	Mr. Broun said that he has drafted the report. The report is being circulated for staff review before its submission for departmental review. It is scheduled to be submitted to the Congress in June 1990.

Subject	Lead-based paint.
Required Report	The McKinney Act, as amended, imposed additional reporting requirements to the Lead-Based Paint Poison Prevention Act. The Secretary of HUD is to report to the Congress on: (1) a comprehensive and workable plan for the cost-effective inspection and abatement of public housing, including the estimate of the total cost of abatement, and (2) the merits of an interim containment policy for public housing dwellings that are determined to have lead-based paint hazards but for which other funding is not available.
Legislative Authority	Public Law 100-628, Title X, Subtitle E, Section 1088(c).
Date Due	December 6, 1989.
Contact	Mr. Ronald Morony, Director, Innovative Technology Division, Office of Policy Development and Research (202) 708-0640.
Status	On July 6, 1989, the Secretary of HUD sent a letter to the Chairman, Subcommittee on Housing and Urban Affairs, Senate Committee on Banking, Housing and Urban Affairs, describing HUD's proposed schedule for completing the work called for by Section 566 of the Housing and Community Development Act of 1987 and the McKinney Amendments Act. The letter also asked the Congress to grant additional time (until Dec. 6, 1990) to complete work and submit a report on the elements required by the McKinney Act Amendments. Mr. Morony said HUD has not received formal congressional approval to extend the reporting dates. He told us that he plans to issue a status report on the McKinney amendments by the middle of May 1990 and a detailed report by June 1991.

Subject	Radon contamination in assisted housing.
Required Report	The McKinney Act, as amended, requires the Secretary of HUD to submit a report to the Congress that describes the Secretary's recommended policy for dealing with radon contamination in assisted housing and the Secretary's reasons for recommending such a policy. The report is required to include an estimate of the multifamily housing, public and Indian housing, section 8 project-based assisted housing, section 236 housing, and section 221(d)(3) housing that are likely to have hazardous levels of radon.
Legislative Authority	Public Law 100-628, Title X, Subtitle E, Section 1091(b)(5).
Date Due	November 7, 1989.
Contact	Mr. Richard H. Broun, Director, Office of Environment and Energy, Assistant Secretary for Community Planning and Development (202) 708-7894.
Status	Mr. Broun said that the report has been drafted and submitted for departmental review. The report is scheduled to go to the Congress by early summer 1990.

Interagency Council on the Homeless

Subject	Annual report on homelessness.
Required Report	The Interagency Council on the Homeless is required to prepare and transmit to the President and the Congress an annual report that addresses the nature and extent of homelessness and the needs of homeless individuals; the activities and accomplishments of the federal government in responding to these needs; the accomplishments and activities of the Council in working with federal, state, and local agencies and public and private organizations to assist the homeless; levels of federal assistance required to meet the needs; and recommendations for legislative and administrative actions.
Legislative Authority	Public Law 100-77, Title II, Section 203(c)(2).
Date Due	Annually/no specific due date.
Contact	Ms. Patricia Carlile, Executive Director, Interagency Council on the Homeless (202) 708-1480.
Status and Brief Summary	The first annual report, A Nation Concerned: A Report to the President and the Congress on the Response to Homelessness in America, was completed and submitted to the President and the Congress on January 18, 1989. The Council stated in the foreword to the report that it decided to meet the mandate of the law by setting the specific requirements of section 203(c)(2) in the context of a larger picture of the national response to homelessness. In general, the report focused on state and local efforts to assist the homeless and, to a limited extent, addressed (1) the nature of homelessness, (2) federal homeless assistance programs, and (3) the accomplishments of the Council. The report contains only general policy recommendations and does not make any recommendations as to the level of federal assistance necessary to resolve homelessness. (Note: For additional information, see our testimony, GAO/T-RCED-89-16, dated Mar. 15, 1989). The Council issued the second report on November 17, 1989. That report discusses: (1) a profile of the homeless population, (2) the activities of the Council, and (3) federal homeless assistance programs. The Council

recommended that: (1) Congress should reauthorize and fully fund the McKinney Act programs through fiscal year 1991; (2) the delivery of federal assistance should be improved and streamlined; (3) federal and other assistance for the homeless population should support and actively encourage comprehensive approaches to help homeless individuals and families and promote self-reliance; (4) public and private assistance for homeless individuals and families should be redirected from emergency services and shelter to longer term housing and continuing support services; (5) the public and private sectors should continue to enhance efforts to prevent homelessness; and (6) the federal government should actively research, experiment with, and evaluate innovative ways to assist homeless people.

Subject

Job Training for the Homeless Demonstration Program.

Required Report

The Interagency Council on the Homeless is required to evaluate each project receiving assistance under the Job Training for the Homeless Demonstration Program administered by the Department of Labor. The Council is required to prepare and publish a report of its findings in the annual report of the Council. This evaluation is to include a determination of the relative effectiveness of programs assisted under this subtitle together with recommendations to the Congress, including recommendations for legislation on job training programs for homeless individuals to be established on a national basis.

Legislative Authority

Public Law 100-77, Title VII, Subtitle C, Section 736 (c)(2).

Date Due

A onetime reporting requirement/no specific date set in law.

Contact

Ms. Patricia Carlile, Executive Director, Interagency Council on the Homeless (202) 708-1480.

Status

According to Ms. Carlile, Labor's initial evaluation submitted on December 15, 1988, was included in the Council's first annual report submitted to the Congress on January 18, 1989. Labor is required to issue a final

report 6 months before the termination of the program and the Council will include the information in its next annual report.

Subject

Annual reports by member agencies of the Interagency Council on the Homeless.

Required Report

The head of each federal agency that is a member of the Interagency Council on the Homeless is required to prepare a report within 90 days after the act's enactment, July 1987, and annually thereafter, to the Congress and the Council on programs to assist homeless individuals. The report must include the number of individuals served by such programs, any impediments to the use of such programs by the homeless, and efforts made by the agencies to increase the opportunities for the homeless to obtain supportive services.

Legislative Authority

Public Law 100-77, Title II, Section 203(c)(1).

Date Due

Annually (October).

Contact

Ms. Patricia Carlile, Executive Director, Interagency Council on the Homeless (202) 708-1480.

Status and Brief Summary

All agencies met the 90-day reporting requirement. The agencies submitted annual reports with dates ranging from September 21, 1988, to March 10, 1989. In general, the agencies' reports contained information on their programs and efforts to increase the opportunities for the homeless to obtain supportive services. Some agencies said they are having trouble identifying the numbers of homeless individuals served by their programs because some of their programs do not require a separate counting of the homeless populations and mechanisms are not in place to count them.

The agencies' fiscal year 1989 annual reports were contained in the Council's 1989 annual report to the Congress dated November 17, 1989. In general, the agencies' reports contained information on their programs and efforts to increase the opportunities for the homeless to

obtain supportive services. Most of the agencies did not address the numbers of homeless people being served by their programs or impediments that might hinder the use of their programs by the homeless.

Department of Labor

Subject	Job training program.
Required Report	Section 731 of the McKinney Act created the Job Training for the Homeless Demonstration Program, authorizing the Secretary of Labor to make grants for the federal share of job-training demonstration projects serving homeless individuals. Section 738 authorizes a program through the Department of Labor to expedite the reintegration of homeless veterans into the labor force. The Secretary of Labor is required to evaluate each project assisted by these programs at the end of the first fiscal year for which funds are appropriated under Subtitle C of Title VII of the McKinney Act and submit the findings to the Interagency Council on the Homeless. Not later than 6 months before the termination date of the job training for the homeless programs (Oct. 1, 1990), the Secretary is also required to prepare and submit a final report of the evaluations to the President, to the Congress, and to the Interagency Council on the Homeless.
Legislative Authority	Public Law 100-77, Title VII, Subtitle C, Sections 736(a) and 738(a).
Date Due	April 1, 1990 (6 months before program termination).
Contact	Mr. John Heinberg, Job Training Homeless Demonstration Program (202) 535-0682; Ms. Christine Chudd, Homeless Veterans Reintegration Projects (202) 523-9110.
Status and Brief Summary	According to Mr. Heinberg, Labor did not get the grant money awarded until the end of fiscal year 1988. Labor submitted an initial evaluation of the programs to the Council on December 15, 1988, as part of its annual report requirement to the Council. The Department anticipates that the Congress will reauthorize the program for at least 2 more years, which will extend the final report due date. Mr. Heinberg expects the final report would be due by September 30, 1991. The December 15, 1988, report stated that on September 19, 1988, the Secretary announced the availability of about $8 million in grants to 33 public and private groups to operate employment and training projects

for the homeless under the Job Training Homeless Demonstration Program. The report listed the grantees and gave examples of some of the projects.

The report also included a discussion of the Homeless Veterans Reintegration Projects. A list of grantees was provided, and examples of some of the types of activities that will take place in the projects was cited.

Subject

Annual job survey of states participating in Jobs for Employable Dependent Individuals Incentive Bonus Program (JEDI).

Required Report

The McKinney Act amended the Job Training Partnership Act (JTPA) by inserting a new section in the JEDI Program. This new section included a provision to provide incentive bonuses to service providers who successfully train and place long-term welfare recipients. The Secretary of Labor is required to annually survey those states participating in the JEDI Program and to report to the Congress concerning: (1) the success of states in gathering the information under the program and (2) methods for improving and refining the states' ability to gather such information.

Legislative Authority

Public Law 100-628, Title VII, Subtitle B, Section 712 added a Section 509(c) reporting requirement to the JTPA.

Date Due

Annually/no specific due date.

Contact

Ms. Dolores Battle, Administrator, Office of Job Training Programs (202) 535-0236.

Status

According to Department of Labor staff, no money has been appropriated for the JEDI Program. Section 714(e)(2) of the McKinney Act amendments states that no funds can be used for the JEDI provisions unless funds appropriated to carry out Part A Title II of the Job Training Partnership Act exceed any change in the consumer price index. This also applies to section 511 (b)&(c).

Subject	Effectiveness of the incentive bonus of the JEDI Program.
Required Report	The Secretary of Labor is required to report to the Congress on the effectiveness of the JEDI incentive bonus program and provide the Congress with a cost analysis and an account of program results.
Legislative Authority	Public Law 100-628, Title VII, Subtitle B, Section 712 added a Section 511(b) reporting requirement to JTPA.
Date Due	January 1, 1996.
Contact	Ms. Dolores Battle, Administrator, Office of Job Training Programs (202) 535-0236.
Status	This program has not been funded.

Subject	Performance standards for the JEDI Program.
Required Report	The Secretary of Labor is required to establish a performance standard which weights job performance outcomes under the JEDI incentive bonus program to reflect the higher costs incurred in overcoming barriers to employment and report to the Congress on the effect of the performance standard.
Legislative Authority	Public Law 100-628, Title VII, Subtitle B, Section 712 added a Section 511(c) reporting requirement to JTPA.
Date Due	Not later than 2 years after the first program year.
Contact	Ms. Dolores Battle, Administrator, Office of Job Training Programs (202) 535-0236.

Status

This program has not been funded.

State and Local Governments

Subject	Comprehensive Homeless Assistance Plans (CHAP).
Required Report	The McKinney Act, as amended, requires that cities, states, and counties which qualify to receive a grant in excess of their Emergency Shelter Grant (ESG) entitlement annually submit and gain approval of a CHAP as a condition for receipt of ESG and Title IV funds. The major elements of a CHAP are: a description of the need for each such program, a local homeless resource inventory, and strategies for matching homeless needs with available services and facilities and for meeting the unique needs of special homeless groups. The grantees also are required to report annually to HUD on their progress in meeting their self-established CHAP goals and to respond to recommendations from HUD on their plan.
Legislative Authority	Public Law 100-77, Title IV, Subtitle A, Section 401(d)(2); Public Law 100-628, Subtitle A, Sections 401 and 403.
Date Due	Annually/beginning in fiscal year 1990—states due August 30, formula cities and counties due July 15.
Contact	Mr. Jim Forsberg, Special Needs Assistance Program Coordinator, Office of the Assistant Secretary for Community Planning and Development (202) 708-6300.
Status	According to Mr. Forsberg, under the fiscal year 1989 appropriation for the ESG program of $46.5 million, all 50 states, Puerto Rico, 323 cities and counties, and 5 territories were eligible to receive assistance by submitting the required CHAP. All but two territories submitted and have an approved CHAP. Annual performance reports were due on May 31, 1989. As of October 30, 1989, all grantees had submitted performance reports to HUD field offices and were approved.
Subject	Homeless mentally ill grants.

Required Report	The McKinney Act added sections 521-536 to the Public Health Service Act. This amendment authorizes the Secretary of HHS to make block grants to states, which allows them to provide community mental health services to homeless individuals who are chronically mentally ill. Section 527(a) requires the Secretary to refrain from making payments under this program to a state unless the state submits an annual report containing such information as the Secretary determines (after consultation with the states and the Comptroller General of the United States) to be necessary for an assessment of the states' mental health services programs.
Legislative Authority	Public Law 100-77, Title VI, Subtitle B, Section 611.
Date Due	Annually/no specific due date was set in the law.
Contact	Irene Shifren Levine, Ph.D., Director, Office of Programs for the Homeless Mentally Ill, NIMH (301) 443-3706.
Status	The HHS regulations require states to submit their annual reports no later than the time that they apply for their grant award for the subsequent fiscal year. However, the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA) requested an earlier deadline for the states' combined fiscal year 1987-88 reports, specifically, April 30, 1989. However, states are allowed to submit such reports as late as the date they apply for their subsequent grant awards. Dr. Levine's staff plans to request any outstanding reports for fiscal year 1987-88, review all reports, and analyze what the states are doing. In addition, ADAMHA has requested a target deadline for the fiscal year 1989 reports of May 15, 1990.
Subject	Homeless children and youth state program.
Required Report	The McKinney Act, as amended, requires the state coordinators of education of homeless children and youth to prepare and submit by December 31 an annual report to the Secretary of Education. Each report should include: (1) data gathered on the number and location of school-

	age homeless children and youth in the state, (2) a determination of the nature and extent of problems that homeless children have in gaining admission or access to public schools, and (3) an identification of the special educational needs of homeless children and youth and the difficulties experienced in determining these needs.
Legislative Authority	Public Law 100-77, Title VII, Subtitle B, Section 722(d)(3), Public Law 100-628, Title VII, Subtitle A, Section 702(a)(3).
Date Due	Annually/December 31 of each year, beginning in 1988.
Contact	Mr. Thomas Fagan, Special Assistant to the Director, Compensatory Education Programs (202) 705-4682.
Status	According to a report from the Secretary of Education to the Congress on February 16, 1989, data for 1988 were received from all states except Hawaii and Michigan.

Appendix X

Major Contributors to This Report

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